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COMMUNITY PLANNING NEWS

LOW-COST HOUSING: Action Through Planning

At the invitation of the Senate Standing Committee on Finance, whose Chairman is the Honourable C. G. Hawkins, the CPAC submitted a brief to the Committee on July 10.

Copies of the brief, in English or French, are available from the Association's office at 77 MacLaren Street, Ottawa.

Following are a few quotations from the brief:

Rental Housing

"Some of the difficulty about rental housing arises from the fact that we associate it historically with the slum tenements of the great cities. We assume quite unnecessarily that the apartment or row-house dweller must be deprived of green space and open air. In this country we have seen few examples of civilized living in well-designed multiple dwellings. But encouraging examples exist; and if we are so provincial that we do not seek out the best modern experience in foreign architecture and neighbourhood planning we may hurt only ourselves. We can seek ideas abroad without being mere copyists. Fortunately some of our architects, planners and civic leaders are now beginning to create designs under Canadian conditions which may demonstrate that multiple housing is not inconsistent with either economy or beauty.

"It is probably safe to predict that, of all the housing we have produced in the post-war years, it may not be the rental housing which will become slums of the future, but rather the monstrous subdivisions of box-like single-family homes built on grids, without benefit of either architect or town planner.

Solution through Planning and Design

"The great importance of neighbourhood design as a means of getting economical low-cost housing was emphasized at the recent conference held by the Canadian Construction Association in Ottawa. . . . The secret of making civilized, marketable and durable neighbourhoods of small homes depends to a very great degree, not on the architecture of the house or the block alone, but on the architecture of the entire neighbourhood of buildings and space.

(Continued on page 2)

NOUVELLES d'Urbanisme

"To give full scope to the architects, planners and landscape architects, we must not only see that they are drawn into the planning of all low-cost neighbourhoods, but that the municipalities, where necessary, should free them from the rigid zoning requirements which now hamper good design or even make it impossible. Traditional geometric street patterns and traditional rules regarding such matters as setbacks and sideyards are quite incompatible with good design, particularly in the arrangement of small houses, row houses, or apartment blocks. There will have to be a pretty general scrapping of these negative concepts of zoning. Town planning and good architectural design will provide positive solutions.

"So wherever small houses or row houses or low-rental apartment blocks are to be constructed, economy and good design are primary objectives. The project must therefore be sufficiently large to make possible not only the economies of construction but the economies of street and service layout and the aesthetic advantages of good design. It may be regrettable, but we might as well admit that there is no way to attain satisfactory economies or aesthetic standards in low-cost housing except in sizeable projects.

What is Needed is More Housing — in many Forms

". . . Too much of our policy discussion seems to centre on this or that solution: will it be rental or home ownership? public or private enterprise? row housing, high-rise or three-storey walkups? What matters basically is to get much more decent housing produced — in all of these categories — and to apply to all of it, particularly in the medium and low cost ranges, that careful neighbourhood design which has been seriously neglected in the past and which is the best insurance against present waste and future blight.

Senior Citizens' Housing

"There is a great backlog of need in this field, and it will be a tragedy for the nation if, in building homes for senior citizens, we continue to zone them out of a natural relationship with other age groups. It is surely not beyond our ingenuity to plan lay-outs and methods of financing for mixed residential development.

"One of the problems in housing the elderly is to make some provision for periods of hospitalization and nursing care or supervision. Simple provisions for hospitalization in such projects might take a considerable load off the public hospitals. Is it not possible that the federal and provincial governments could make outright grants for these non-self-liquidating features of housing for the elderly, leaving the strictly housing features to be handled as at present under the N.H.A.? . . . It is not sufficiently clear to the public in this country that, *under conditions of housing shortage*, increases in cash pensions may be absorbed to a large extent in increases in rents in existing, inadequate housing.

"Possibly the federal government could also consider greater assistance to non-profit societies building the limited dividend type of accommodation. . . . Could there not be a federal matching of provincial grants up to a given percentage of the capital cost? This might encourage those provinces which are not already doing so to give assistance to this type of housing and would take some of the weight off the charitable organizations. Up to the present most of the burden has fallen on the charitable organizations because the federal government has only been prepared to accept a limited proportion of old people in public housing projects.

"Another big problem in old people's housing is to reduce the cost for single persons. N.H.A. financing is now only available for self-contained units. For the many single pensioners, shared plumbing facilities and the reduction in floor areas may be satisfactory and would bring rents within the means of the single old person without heavy subsidies.

Financing of Trunk Sewers, Sewage Disposal and Water Mains

"Since the cost of serviced land is one of the main obstacles to the construction of low-cost housing, a basic remedy could be provided from the Federal level through financial assistance to municipalities in connection with the "big pipe" projects for water and sewage.

This would no doubt require an amendment to the *National Housing Act.* (Under the land assembly provisions of the N.H.A., federal financing can be made available only for local services.)

"The precise methods of assistance should be carefully studied. Loans at favourable interest rates to the municipalities for approved projects might provide the relief needed to get many essential projects started and thus to accelerate construction of housing.

"If one of the results of federal financing would be to encourage more careful long-term planning of such basic and expensive projects as sewers, sewage disposal and water supply, surely no harm could be done. The planning of industrial siting and highway routing, as well as residential development, are all related to the lay-out of the "big-pipes". Anything that will speed planning for the big pipes where they are needed may set off a chain reaction that could bring about the much-needed regional planning of all such basic urban facilities – to the vast benefit of many kinds of private construction and private investment as well as the municipalities themselves.

The Value of the Housing Survey and the Master Plan

". . . There is a natural reluctance of any property owner to pay for either maintenance or improvements when he does not know what the future holds for his property. Most of our cities have had no housing survey and have produced no master plan for housing renewal or rehabilitation. With the constant, even increasing, threat of sudden ad hoc redevelopment plans, a central city property owner has little reason to take a long term view of property maintenance. But show him an overall official city plan calling for the retention of his salvageable property, and take determined measures of enforcement, and he may see some virtue in improvement or conversion or rehabilitation, as well as in the measures of maintenance which are required to assure income in the long run."

The "Illegal Suite" problem

Reflection of the Housing Shortage

The conversion of single family dwellings to multiple use occurred in the older sections of many of our cities during the depressed period prior to World War II. It was further accentuated during the war years by the urgent need for housing accommodation. But, although almost thirteen years have passed since the end of the war, many cities are still faced with a housing shortage. The problem has arisen concerning the shared accommodation which, although encouraged during the war years, is now illegal in many areas. Several cities are carrying out studies to determine the extent of this problem.

Owners who, in good faith, carried out alterations to their properties to convert them from single to multiple occupancy during the period when this was required, are not coming forward voluntarily to reconvert them to single occupancy.

This problem is complicated by a number of factors. The family which owns a large house may, when the children grow up and leave home, desire to remain in the house which, by then, has become too large for their needs. There are also buyers who acquire a large house with the deliberate purpose of turning it into a multiple dwelling.

The fact that these conversions have proceeded to such an extent suggests that there is a considerable lack of accommodation in our cities, particularly in the central areas where most of these conversions are found. Unmarried persons, elderly people, workers whose jobs necessitate mobility, are creating a constant market for rental accommodation near the centre of the city. And they will continue to do so.

Action on the problem of illegal suites must, of necessity, be slow, inasmuch as any corrective measures must be reviewed in the light of the fact that people should not be forced to vacate such accommodation unless there is alternative housing available, of a kind suited to their specific needs.

More stringent action may have to be taken to enforce by-laws against illegal suites; but such action may be possible and justifiable only when we have taken the still more important steps required to meet the growing need for rental housing.

The Story of Craigflower Peninsula

by Joan F. Williams, Chairman, Capital Region Branch of CPAC, Victoria, B.C.

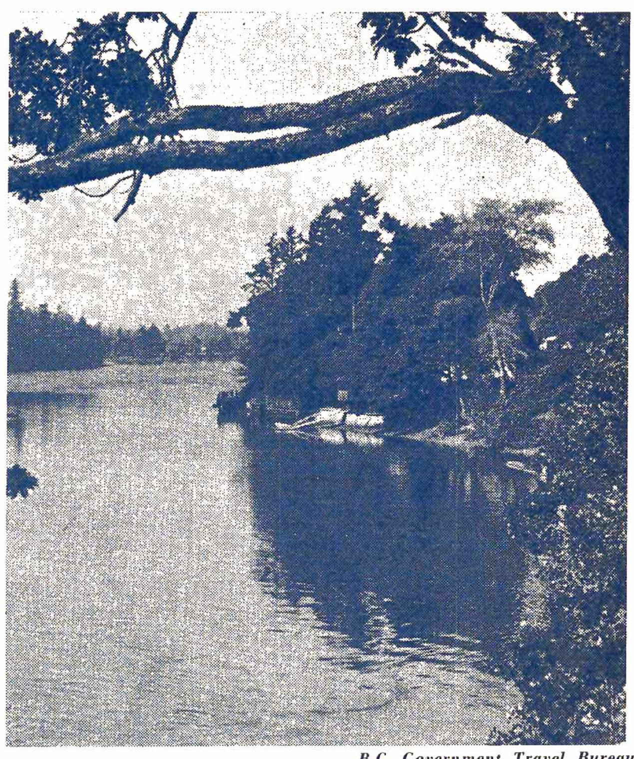
Running from the Inner Harbour through the residential area of Victoria is a narrow inland waterway called "the Gorge". This waterway widens at its end into Portage Inlet. The areas around the Gorge itself are in municipalities, but around Portage Inlet is an area which is unorganized. While the sea water around Victoria is icy cold, the waters in the Gorge Inlet are warm, and therefore, many years ago, were wonderful for swimming and boating. However, as the city grew but the sewage system did not, septic tanks lined the shores of the Gorge and polluted the water.

In the last few years the citizens have awakened to the beauties of the Gorge and Portage Inlet and have tried to restore them to use for recreation. The municipalities, at great expense, have put in a sewer system so that at present the waters are almost pure enough for swimming and more is being done all the time. Societies have been formed for the improvement of the area, and a great deal of money has been spent on this.

In the unorganized territory, however, there is one point of land which is the only area not subdivided. Many efforts were made to have a park put into this Point, but the Government refused to spend the money to purchase the area. In the last two years, a company was formed which purchased the Point and applied for subdivision for sale into approximately half-acre lots. These would be on septic tanks.

The various organizations and newspapers took this up. Individual and group letters, briefs and delegations were sent to the Minister of Municipal Affairs to try and stop the subdivision. One of these briefs was from the Capital Region Branch of the CPAC.

Feeling that individual efforts were being lost through lack of cohesion, we also arranged to call a meeting of all organizations which had gone on record objecting to the re-zoning of Craigflower Peninsula. When the meeting was held we found that almost every organization we had asked to attend had sent a delegation and that there were even extra people there, some being private citizens, but also two representatives from the P.T.A. Council representing all P.T.A.'s in Victoria. Also included were



B.C. Government Travel Bureau

THE GORGE, VICTORIA

the Chamber of Commerce, the Architects' Association, the Motor Court Association, and several smaller groups such as the Natural History Society and a local P.T.A., as well as the View Royal Community Association, the only ratepayers association in the area of Craigflower Peninsula.

The meeting decided to present a brief to the Minister of Municipal Affairs objecting to the re-zoning of the area from rural to residential. The brief was presented and parallel efforts were made by the Press through editorials and news reports. The requested action was taken by the Minister.

The Joint Committee of organizations already mentioned has now evolved into the Craigflower Park Association and is now taking steps to secure the purchase of the land for dedication as a Park.

Community Planning Fellowships Announced

The Honourable Howard C. Green, Minister of Public Works, who is responsible for the operations of the Federal housing agency, Central Mortgage and Housing Corporation, recently announced that ten fellowships have been awarded by the Corporation for post-graduate study in community planning for the academic year 1958-59.

The fellowships, which are in the amount of $1,200 each, have been awarded to:

Alfred Buchinger, Dipl. Eng., of Toronto, Ontario.
Miss Barbara Ferguson, B.Arch., of Ottawa, Ontario.
Miss Margaret Fullerton, B.A., of Toronto, Ontario.
Miss Eva Lyman, B.A., of Vancouver, British Columbia.
J. F. Longworth, B.A., of Hamilton, Ontario.
S. W. Pape, B.A., of Vancouver, British Columbia.
V. J. Parker, B.Sc., of Windsor, Ontario.
Miss Mary Elizabeth Rawson, M.A., of Vancouver, British Columbia.
Miss Jeanne Saunders, B.Sc., of London, Ontario.
P. J. Smith, M.A., of Calgary, Alberta.

Mr. Pape, Mr. Parker, Miss Lyman and Miss Rawson will study at the University of British Columbia; Miss Saunders at McGill University; and Mr. Buchinger, Mr. Longworth, Mr. Smith, Miss Ferguson and Miss Fullerton at the University of Toronto.

The purpose of the fellowships, provided for under Part V of the National Housing Act, is to aid those wishing to undertake professional training in the field of Community Planning.

The committee of awards consisted of Professor D. L. Thompson, Dean of the Faculty of Graduate Studies and Research, McGill University, chairman; Dr. James Gibson of Carleton University, Ottawa, and Mr. Alan Armstrong, Central Mortgage and Housing Corporation.

Winnipeg: Urban Renewal Board Approved

What Should its First Task Be?

A great deal of criticism of the way in which the Gerson Report on Urban Renewal for part of Winnipeg had been handled by the City Council was voiced during the two-day conference sponsored by C.P.A.C. early in June. The conference would appear to have stimulated interest in the establishment of a continuing renewal program and a significant step forward has now been taken.

When the Housing Committee of the Winnipeg Welfare Council sharply criticized the city council's special committee on urban redevelopment for failing to act on the Gerson report, the city council replied that work was stopped when it was found that some of the Gerson proposals conflicted with an expressway plan advocated in the Wilbur Smith Traffic Report. (Community Planning News, June 1958, page 7).

In an editorial on July 2nd, the *Winnipeg Free Press* warned the council not to try to escape further public criticism by hastily undertaking poorly-planned measures of a short-run nature which might eventually prevent or impede the long-range traffic plans. The editorial advised council to direct its attention to the most significant parts of the Gerson report which recommended the establishment of conservation and rehabilitation boards made up of professionals and civic officials, to develop long range, constructive policies on urban renewal and conservation.

On July 3rd, the city council's committee on urban redevelopment met with the Welfare Council's housing committee and the following day recommended to council that an urban renewal and rehabilitation board be set up to study slum clearance and redevelopment in Winnipeg. This recommendation was passed by the city council on July 14th. The board consists of six city officials and six citizens: the city engineer, the commissioner of finance, the director of public welfare, the director of metropolitan planning, the city solicitor, two businessmen, one labour representative, one member of the Welfare Council and two representatives of professional groups. There are no aldermen on the board.

The Gerson report had recommended the appointment of two separate boards — an urban renewal board and a separate urban conservation and rehabilitation board, but it was felt that this would involve needless duplication. The committee also approved almost all the functions of an urban renewal board as set out in the Gerson report:

To select areas in need of urban renewal, rehabilitation and conservation, and to prepare a priority listing.

To prepare plans, estimate costs and set up "necessary controls" for development.

To relate these projects to the capital expenditure plans of the city.

To encourage and facilitate private investment in renewal areas.

To encourage the interest and active co-operation of citizens in the development and execution of renewal plans.

To co-operate with representatives from all levels of government in urban renewal activities involving their assistance.

To prepare and revise where necessary a by-law on minimum standards of use and occupancy of dwellings, for recommendation to city council.

To organize home-owners' and tenants' associations in areas needing rehabilitation to work on behalf of redevelopment.

To bring to the city's attention all cases of offences against the standards by-law which, in the board's opinion, should be prosecuted.

The tasks which face the new board are formidable. Not least of them is the urgent need for action to break out of the cycle of studies and reports which has been operating for several years. Professor Gerson's report clearly establishes the need for a supply of rental housing in which people displaced by renewal action can live. He goes on to suggest sites in the City of Winnipeg which are as yet undeveloped and which are, furthermore, the last available vacant sites suitable for the purpose within the city limits.

Two things would appear to be necessary. Firstly, the formulation of the long-range plan for the whole area as recommended by Professor Gerson and secondly, an attempt by the Planning Commission to resolve the conflicting recommendations of the Urban Renewal Study and the Study of Traffic and Transit recently completed by Wilbur Smith. No matter what renewal action is ultimately undertaken in the C.P.R. Notre-Dame area, a supply of rental housing will be needed.

The new board may therefore consider one of their first tasks to be the organization of a housing scheme, the planning and construction of which can go ahead while the difficult decisions on future land use in the central area are under examination by the Metropolitan Planning Commission. There is nothing to be lost and everything to be gained by starting work now on the creation of a supply of relocation housing, for it is the key to redevelopment or rehabilitation of the blighted areas of Winnipeg.

New Town Hides Television Aerials

There will be no television aerials on the roofs of houses to be built in Stevenage New Town from now on. They will have new-type television aerials built inside the roof, the chief architect explained. Cost of aerial (and installation) will be well under £5 ($14.00). It will be part of the normal fixtures and no other type will be allowed. Reception is said to be better with the indoor aerial than with the outdoor one.

Daily Express, London, England.

Qu'est-ce qu'un plan directeur?

Par Jean Cimon

Reproduit de
LA REVUE MUNICIPALE

Si les compagnies progressives n'hésitent pas à débourser des sommes parfois considérables pour obtenir les services d'experts en financement, en administration et en planification de l'entreprise, c'est qu'elles savent les économies énormes d'argent de temps et d'efficacité qu'elles réaliseront dans l'avenir, grâce à un plan préparé par des experts.

Il en est de même pour une ville qui, dans l'esprit des citoyens, doit être considérée comme une entreprise dont chaque contribuable est un actionnaire et qui est la propriété collective de tous. Le Conseil municipal — chargé de gérer cette entreprise au nom de la collectivité — a le devoir de prévoir le développement futur de l'entreprise municipale au même titre que le Conseil d'administration d'une compagnie privée. Or, si les compagnies considèrent les déboursés nécessaires à la préparation d'un plan d'aménagement et d'extension future de leur entreprise, comme une affaire payante, me dira-t-on qu'un conseil dépense de l'argent inutilement en retenant les services d'un urbaniste-conseil?

Un bon règlement de Zonage n'est possible que s'il est basé sur les directives d'un plan directeur d'aménagement et d'extension future. Un règlement de zonage bien conçu exprime donc les conclusions du plan directeur: il en est — pour ainsi dire — la forme légale.

Je dirai même que les villes du Québec n'ont pas les moyens de s'administrer sans plan directeur d'urbanisme.

C'est le gérant municipal — ou le directeur des services — qui est, en définitive, l'urbaniste de sa ville. C'est que l'urbanisme est avant tout (un état d'esprit) qui guide l'administrateur municipal dans la gestion quotidienne de la chose publique. Cet état d'esprit doit être un esprit de synthèse qui ordonne les parties pour obtenir une vue et une action d'ensemble.

Qu'est-ce qu'un *plan directeur d'urbanisme?* Ce terme désigne généralement une ou plusieurs cartes qui expriment graphiquement les recommandations majeures du *projet d'aménagement* d'un territoire. Le projet d'aménagement comprend trois parties principales dont on ne saurait ignorer l'importance: 1) le *dossier urbain;* 2) le *plan directeur* (une ou plusieurs cartes; v.g. plan directeur des circulations, plan directeur des espaces verts, etc.); 3) le *rapport justificatif.*

Le plan directeur est un guide pour le gérant municipal, un philosophie de l'administration locale, une orientation, une médecine générale de l'organisme urbain qui est un être vivant et mobile. Or, pour s'adapter aux conditions changeantes et souvent imprévisibles de l'organisme urbain, un plan directeur d'urbanisme doit être souple et revisé périodiquement.

On ne voit donc pas très bien comment un tel plan pourrait devenir loi. Un *plan directeur* ne saurait devenir *obligatoire*, au sens de la loi, pas plus qu'il ne saurait faire *partie intégrante* d'un règlement de zonage.

Un plan directeur peut être approuvé ou modifié par simple résolution du Conseil; mais cela ne semble pas pour autant lui conférer une valeur légale. Dans la réalité quotidienne, ce sont les fonctionnaires municipaux qui appliquent ou non les directives du plan directeur. Ce qui importe, ce n'est pas de suivre un plan directeur à la lettre, mais d'en comprendre l'esprit, les idées maîtresses.

Un *plan directeur*, même approuvé par résolution du conseil, ne semble pas avoir de valeur légale. Pour devenir *obligatoire*, au sens de la loi (cf. articles 430 à 432 de la *Loi des Cités et Villes*), un *plan* doit être confirmé par un jugement de la Cour Supérieure. Donc, ce qui importe, c'est que les projets essentiels et urgents du plan directeur soient homologués, c'est-à-dire confirmés par la Cour Supérieure.

Ainsi, un *plan directeur* rendu obligatoire par jugement de la Cour Supérieure, comme le veut l'article 430 de la loi citée plus haut, deviendrait un *plan d'homologation.* Or un plan d'homologation n'est pas un plan directeur. Cette distinction est importante.

Essayons de définir clairement les différents plans qui peuvent être mentionnés dans un règlement municipal:

Plan directeur: c'est un programme général comprenant plusieurs cartes (plan directeur des utilités publiques, des espaces verts, des unités de voisinage, des circulations, etc.) pour l'aménagement ou le réaménagement d'une ville. Ce plan-guide n'est pas définitif et doit pouvoir être modifié facilement pour s'adapter aux conditions mobiles de la physiologie urbaine. Cependant, il est indispensable que certains projets fondamentaux du plan directeur soient, à un moment donné, rendus obligatoires au moyen de l'expropriation immédiate de terrains ou de l'homologation qui est une expropriation différée.

Plan officiel des rues: c'est un plan de cadastre montrant les rues verbalisées, c'est-à-dire les rues publiques. Un plan de cadastre, c'est un plan déposé au Bureau d'Enregistrement et approuvé par le Ministère des Terres et Forêts.

Plan d'homologation des rues et parcs publics: c'est un plan officiel sur lequel sont ajoutés, au moyen de lignes brisées, les rues et terrains homologués, généralement sur recommandation du plan directeur. Une *rue homologuée* est une rue sanctionnée par jugement de la Cour Supérieure, mais non existante et pas nécessairement cadastrée. En d'autres mots, c'est une rue ou un parc réservés et rendus obligatoires par la loi.

Plan de zonage: indique, au moyen de symboles (i.e. lettres, chiffres et couleurs), la division du territoire municipal en différents *secteurs de zones* qui font l'objet d'une réglementation propre à chaque zone. Idéalement, le plan de zonage devrait être fait sur un *plan officiel* montrant: a) les rues verbalisées et terrains publics, b) les rues et terrains homologués, c) les limites des paroisses existantes et de celles proposées par le plan directeur.

How to get more Low-Cost Housing

Conference Sponsored by C.C.A.

On June 18 and 19 in Ottawa, the Canadian Construction Association sponsored a second top-level conference to discuss methods of increasing and improving the supply of housing for the under $5000-a-year income group.

Representatives from the construction industry, government, planning professions, financial institutions, research workers and consumers heard the Honourable Howard Green, Federal Minister of Public Works, express his gratification that this conference was chiefly concerned with housing for lower income groups. He said that plans were under way whereby it was hoped that people living in the smaller centres could participate to a greater extent under the *National Housing Act* with homes that might not have the same refinements as characterized those being built in urban areas.

Delegates to the conference agreed that the shortage of serviced land and its high cost presented a greater problem than the availability of mortgage funds or the actual costs of construction. Much of the discussion at the conference centred around this problem.

N.H.A. Financing for Main Services

The delegates agreed that any substantial program for low-cost housing would be severely dependent on the availability and cost of serviced land, and that whether the costs of installing trunk watermains and sewers were met by the municipality or the sub-divider, the added cost to the homeowner would take such housing out of the low-cost range. A resolution was passed recommending that the facilities of the *National Housing Act* be extended to include the financing of these trunk services and that this assembled and serviced land be made available to those engaged in the construction of low-cost housing for sale.

Examples were given to show that in areas with moderate land costs the construction industry can produce a three-bedroom house, conforming to the Canadian Housing Standards of the National Research Council, for persons with incomes as low as $300 a month.

Study of Site-Value Taxation

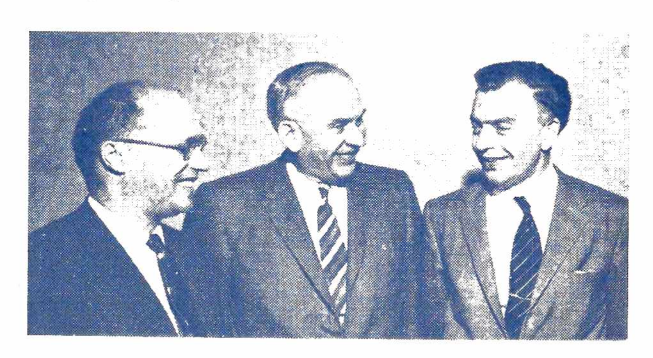
Another resolution passed by the conference recommended that a study be undertaken of the site-value method of real estate taxation whereby the land itself is taxed rather than the improvements. This was considered as a possible means of reducing speculation and encouraging construction.

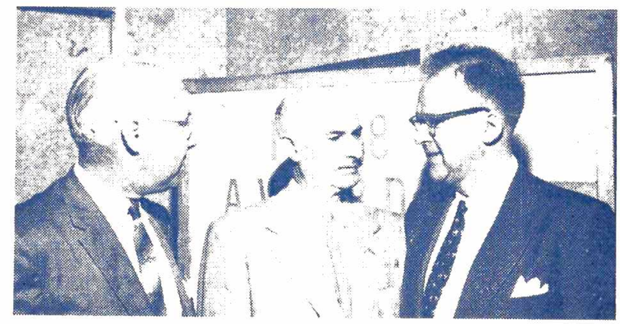
Awards for Project Design

The construction industry was urged to encourage more interest in the planning and design of groups of housing in lower-cost projects and the Canadian Housing Design Council was requested to extend its annual competition for good designs of individual houses to include awards for the overall design of housing projects.

Planning instead of Rigid Zoning Regulations

It was recommended that municipalities should review their planning and zoning regulations on the basis of sound professional advice. Present restrictions often hamper builders, architects and planners in erecting multiple units or lower-cost individual homes. It was pointed out that the traditional restrictions on such things as lot sizes and setbacks were often not as effective in enhancing property values as comprehensive community and regional planning.





Dominion Wide

Upper photo, left to right: Maurice Joubert, President, National House Builders' Association; Harold J. Ball, President, Canadian Construction Association; Stewart Bates, President, Central Mortgage and Housing Corporation.

Lower photo, left to right: W. M. Thompson, President, Urban Development Institute of Ontario; V. L. Leigh, Chairman of the Canadian Construction Association Housing Committee and Eric Beecroft, Director, Community Planning Association of Canada.

Room Reservation for 1958 Conference

If you have not received a hotel reservation form, write to us at 77 MacLaren Street, Ottawa 4. If you have received the form, we suggest that you complete it and return it to us at once.

Minutes of Eleventh Annual General Meeting

The Minutes of the Eleventh Annual General Meeting are available to members. If you would like a copy, please write to us at 77 MacLaren Street, Ottawa 4.

"Graveyards"

(Commercial and Economic)

by Frank Emery Cox

From an article by Mr. Cox in Traffic Quarterly, *October* 1957, *published by the Eno Foundation, Saugatuck, Connecticut.*

Cities of 50,000 or more are growing four times as fast as the rest of the country. Suburbs around these cities are growing six times as fast as the cities they surround. As this population deploys itself into the suburbs it is only natural that commercial facilities formerly supplied by the downtown districts are supplemented by similar ones on a scientifically planned basis, located close to where this tremendous growth is taking place. Furthermore, downtown districts in most communities are obsolete, worn out, ugly and inconvenient.

Formulating a Master Plan

With all the complexities of traffic direction and control there is also the modernization of buildings and facilities to keep in mind, along with the problem of heavier individual and group promotion and advertising for the whole district to compete with the perimeter shopping centers. To attack the problem of planning without considering these matters in formulating a master plan, would be of little avail except as a temporary expedient.

It would seem, then, that this master plan must be tied in with an over-all program for the entire metropolitan area. It must be related to the transition from a pattern of uncontrolled mushroom growth and emergency zoning to one of orderly growth along the guide-lines of a long-range land use plan, and with the re-appraisal and transformation of much of its present-day strip development and speculative growth stemming from a desire to make quick profits. The plan must be a region-wide system of well-integrated neighbourhoods with defined and properly related areas for residential, industrial, commercial and recreational activities.

In the final analysis, the master plan must not only contemplate the relationship of transportation and terminal facilities to the renewal of an already existing area, but must integrate all of these into an over-all coordination within the sphere of its trade and cultural influences. Given the support of the people who understand the objectives, and in spite of physical and emotional difficulties, a master plan completely relating all factors can bring order to the future growth of the colossus and correct the mistakes of the past.

The plan must solve traffic and parking problems and be fully alert to the potential for total renovation of obsolete buildings and districts. It must contemplate the creation of a modern and enjoyable cultural environment. It must be regional in scope; it must be both wise and daring, consistent and long-range. Because only then can it justify community support and rise above local conflicts, narrow interests, and individual selfish greed.

To summarize, if an existing retail area is to maintain its high-level position of providing taxes and an anchor for the city's existence, property owners must realize that to retain the value of their buildings and induce tenants to come, integration into a master plan is essential. Since the retail area is the basis for attracting so many types of business and professions, the commercial urban economy must be predicated on accessibility for many people who must first become pedestrians and then shoppers.

Adequate parking for automobiles and an improved public transportation system become the keystones of future stability for the entire city. Only with a master planning outlook for the future can the upgrading of property be secured. It is incumbent, therefore, on any metropolitan area — in self-interest and the protection of its citizens, its industrial, its cultural and its economic life — to bestir itself without delay in solving the problem that must be solved to prevent great areas of our communities from becoming commercial and economic graveyards.

Proper Setting Requested for City Hall

The construction of a new city hall in Toronto may result in an extensive redevelopment of the surrounding area. The outstanding architects and town planners who are acting as judges of the Toronto City Hall design competition have presented Board of Control with a series of proposals intended to create a proper setting for the new city hall and civic square. Judges for the competition are Sir William Holford, C. E. Pratt, Ernesto Rogers, Eero Saarinen and Gordon Stephenson.

Their proposals include the preparation of a redevelopment plan for the area bounded by Chestnut, Dundas and Bay streets and the northern boundary of the civic square site, allowing space for other public buildings. Redevelopment of the area north of the present city hall is also recommended.

The judges are anxious that the new civic square should give a feeling of space and leisure and yet be animated, even after office hours. They suggest that the square should have gardens, shelters, covered walks and space for open air exhibitions. They also suggest that it contain a shallow pool of water, an acre or more in size, with fountains and evening floodlighting, which could be turned into a skating surface in the winter.

"Entrusted by the Public with the Building of Their City"

The CANADIAN ARCHITECT has published an interesting series of articles by Anthony Jackson, entitled *Thoughts on Architecture.* In the third article (March, 1958), Mr. Jackson presents the difficult dilemma which challenges every architect:

To whom does the architect belong? His city or his client?

"The city", he declares, "is public property . . . but most buildings are owned privately and most architects are commissioned – and paid by private clients. When his client's wishes do not coincide with the public good, and this is not unusual, the architect is in a quandary. Either he regards himself as a hireling whose moral responsibilities are to the man who pays, or else he acts as a public servant loaning his services where required. In theory, the second alternative may seem unworldly. In practice, the business-minded architect hides behind its implications."

Mr. Jackson examines, step by step, the progress being made toward fulfilling the stated objectives of architects' professional bodies and urges very strongly that there should be greater readiness to debate the architects' public responsibilities. There has been too great a fear, in Mr. Jackson's opinion, that "to be seen arguing is to lose the public's respect". He says that architects are so used to this pestilence ("we must all pull together") that "we no longer scratch when we are bitten"; the profession allows itself to be shouted down "by those who talk faster and louder".

Mr. Jackson concludes with the following comment on the responsibility of the profession, under its by-laws "to promote public appreciation of architecture":

" . . . to contact the public, the institute has TV and radio, newspapers, lectures, exhibitions. The birth of each new movie is fanfared with critical reviews, but buildings climb quietly into existence. Scientists are known for their usefulness; artists are known for their stimulus. The architect is not known. His public status is that of hired help, called in to provide the requisite yardage of drawings. In adult education, the evidence of our present achievement is public apathy. Our cities boom and the public do nothing, defeated by their sense of inevitability.

"With discussion comes change and the need for elections. We should elect those who have ideas and will carry them out. Let us not be fooled by good-fellowship; we are an Institute, not a club. Our concern is the growth of the city; our duty is to plan, advise, and educate. Architecture has become a business – a free-for-all where collective responsibility has been replaced by the yellow press technique of anything for money. But in this wilderness, a handful of architects remain who have retained their human dignity. With some, a large practice gives the opportunity for maintaining a high standard of architecture. With others it is a slow struggle which brings no financial success but the gratitude of the community and personal fulfilment. These are the persons to elect.

"We need a renaissance: First, to regain our social conscience. Second, to obtain full recognition, an institute of architects entrusted by the public with building of their city."

A news item in THE NEW YORK TIMES of July 10, 1958 was concerned with a similar topic. It reported that Royal Barry Wills, a well-known Boston architect, accused the architectural profession of standing by while the control of community development has passed into the hands of the real estate man, the builder, the materials supplier and the package dealer. Mr. Wills was speaking at a panel discussion during the annual convention of the American Institute of Architects in Cleveland.

Nils Severin, president of the National Association of Home Builders in the United States, outlined a five-point guide to the services a development builder should seek from his architect. In addition to ideas and help on design trends, the architect should be asked for advice on good planning, on the relationship between houses, blocks and areas, on colour co-ordination, and on economical planning with a full appreciation of the price the houses will bear.

Dr. Margaret Mead, the internationally famous anthropologist and ethnologist, urged architects to live with the structures they design in order to reassess, from time to time, how well they were serving the human functions for which they were styled.

Book Briefs

Better Transportation for your City. National Committee on Urban Transportation. Available from Public Administration Service, 1313 East 60th Street, Chicago 37. 1958. 96 pages. US $5.00.

Prepared by the National Committee on Urban Transportation, which enlisted the experience and ability of about one hundred and seventy five experts in transportation and other related fields. The guide is written in a simple, concise way for easy adaptation by any community which intends to adopt an energetic and continuing program towards improvement of traffic and transportation.

It is arranged in six parts covering organization, fact finding and surveys, defining of problems, preparation of the plan, obtaining approval for implementation and the final step of putting the plan into operation. Such a program not only sets up a proper relationship between city growth and development and transportation but also permits priority programming over a period of time. In this way the most urgent of transportation and traffic problems can be implemented within a reasonably short space of time and other improvements programmed to coincide with residential development and redevelopment.

Some 20 manuals will supplement this guide for use by the officials carrying out the actual program. Of these, fifteen have already been produced and the others are in the process of publication.

Zevulun, New Town: Haifa Bay Area, by Karl H. Baruth. Haifa, Israel. 1958. 82 pages. $2.75.

A report of the preliminary development plan for the new town of Zevulun. Zevulun consists of five communities, three of which have just recently formed into one Town Planning Commission.

OPENINGS IN COMMUNITY PLANNING

MEDICINE HAT DISTRICT PLANNING COMMISSION, MEDICINE HAT, ALBERTA. Planner. Salary: minimum starting salary $4,500. Qualifications: Degree in planning, engineering, architecture, agriculture or economics. Work to include: Participation in preparation of regional plan involving rural community of irrigated areas, commercial grain and beef raising, also urban communities of 1,000 to 22,000 population. Assistance in any of the following: statistical analysis and capital budget studies, preliminary design and cost estimates of public works projects, rural and urban land utilization. Apply: L. W. H. Laine, Director, Medicine Hat District Planning Commission, City Hall, Medicine Hat, Alberta. (24-58)

MUNICIPALITY OF BURNABY, B.C. Planner. Duties: Work will consist of responsibility for executing complex planning design problems, for exploring development proposals and for supervising phases of the Planning Department's day-to-day activities. The work is of a professional nature and the supervisory responsibilities are important. Qualifications: University graduation in architecture or Civil engineering with a post graduate degree or recognized diploma in town planning. Considerable experience in town planning and supervisory responsibility. State salary desired. Apply: E. A. Fountain, Personnel Director, Corporation of the District of Burnaby, 4545 E. Grandview-Douglas Highway, Burnaby 2, B.C. (26-58).

CITY OF REGINA, SASKATCHEWAN. Director of Planning. Salary range is from a minimum of $8,005 to a maximum of $10,215 per annum. Our former Director of Planning is now our City Commissioner and we are seeking a new Director of Planning. The duties of this position will require the incumbent to direct all phases of planning work, including Interim Development Control, continuance in the preparation of a Master Plan for our City and supervision over four Senior Planners and an appropriate draughting and general office staff. Consideration will be given only to applicants who are qualified Architects and Town Planners with, at least, five years experience in a responsible planning position and demonstrated ability in the conduct of public relations and public meetings. Applications should be directed to the Personnel Department, City Hall, Regina, Saskatchewan. (32-58)

TOWN PLANNING COMMISSION OF METROPOLITAN SAINT JOHN, N.B. Senior Assistant Planner. Salary range $5,700 to $6,900. Duties: Primary duties will cover all aspects of planning including research, analysis and report writing on population, economic base, land use, traffic and other factors involved in the preparation of a master plan for a metropolitan area including two cities, one rapidly becoming industrialized parish and surrounding rural area. Considerable opportunity for self-expression and initiative. Qualifications: Degree in planning, or in allied field, with considerable professional planning experience. Must be able to work with a minimum of supervision. (28-58).

Junior Planner. Salary range $4,200 to $5,100. Duties: To prepare base maps, assist in the preparation of a master plan, carry out basic planning studies on zoning and other problems, etc. Qualifications: Recent graduate in planning, or in allied field or some university training with several years responsible work in a planning office. (29-58).

Apply: Giving full particulars to Town Planning Commission of Metropolitan Saint John, N.B.

COMMUNITY PLANNING BRANCH, DEPARTMENT OF MUNICIPAL AFFAIRS, REGINA, SASKATCHEWAN. Community Planning Adviser (Applied Sciences). Salary range: $379-$459. Requirements: University graduation in Community Planning, Civil Engineering, or Architecture, preferably with some experience in community planning. (25-58)

Community Planning Adviser (Social Sciences). Salary: $364-$442. Requirements: University graduation with an honours course in economics, sociology, or geography, preferably including courses in community planning. Preference will be given to applicants with community planning work experience. Duties: To do professional community planning work in the Department's Community Planning Branch. This will involve assisting in checking, analyzing, and making recommendations on proposals by rural and urban communities for the development of a community plan. Benefits: Three weeks paid annual vacation, three weeks accumulative sick leave allowance, excellent pension plan and group life insurance plan. (30-58)

Application forms are available from Public Service Commission, Legislative Buildings, Regina, Sask., Canada, and may be submitted for immediate consideration.

CITY OF VANCOUVER. Planner I (Research). Salary: $513 to $616 per month. Required to carry out a variety of complex planning assignments at the professional level, mainly involving research aspects of the whole range of planning problems. University degree in economics, geography, engineering, architecture or other fields applicable to City Planning. Post graduate studies in planning an advantage. Some experience in City Planning, or an equivalent combination of training and experience. Application forms may be obtained from the Personnel Director, City Hall, Vancouver, B.C. Closing date for receipt of applications August 30, 1958. (33-58)

HAMILTON WENTWORTH PLANNING AREA BOARD. Assistant to Planning Director. This is a post of deputy to the Director of Planning. Salary range $5,150 to $6,300. Starting salary commensurate with previous experience and ability. Duties: Applicant will be required to assist in the preparation and administration of a regional plan for the Area which includes the City of Hamilton and the major part of the County of Wentworth; to be the principal assistant in co-ordinating the work of staff sections dealing with advance planning, development control and special projects; and to assist in co-ordinating the work with that of the subsidiary Planning Board in the City of Hamilton. Qualifications: Applicant should be a graduate of a recognized university, preferably in planning or a related field. Should be A.M.T.P.I. or equivalent status, and have a minimum of 5 years of practical experience in planning. Apply stating all particulars and quoting references to Personnel Director, City Hall, Hamilton, Ontario. (27-58)

CITY OF WINDSOR PLANNING BOARD, WINDSOR, ONTARIO. Assistant Planner. Salary $4884-$5300. Qualifications: Previous experience in town planning, or educational background considered as substitute. Degree in architecture, regional planning, urban geography, civil engineering. Duties: Required to conduct studies and prepare reports on land use and redevelopment programs, also capable of related administrative duties. Apply A. R. Davey, Planning Director, City Hall, Windsor, Ontario. (8-58)

Openings in Community Planning *(continued)*

METROPOLITAN TORONTO PLANNING BOARD, TORONTO, ONTARIO. Head of Economic Research Section. Salary $5614-$6504. This is a responsible position offering a challenging opportunity in urban research. Qualifications: Master's degree in economics, sociology, geography, planning or related field, or equivalent experience; thorough knowledge of modern techniques of economic and social research; ability to conceive and administer a broad research program and to prepare comprehensive reports for publication. Duties: To direct a staff of two in conducting a comprehensive program of continuous research into the economy, land use, physical development and other aspects of the Metropolitan Toronto Region. (34-58)

Head of Housing Research Section. Salary $5614-$6504. This position offers the opportunity to establish and direct Canada's first large-scale urban housing research centre. Qualifications: Master's degree in economics, sociology, planning or related field, or equivalent experience; thorough knowledge of modern techniques of housing market analysis, of social and demographic research, and of housing principles and practice; ability to conceive and administer a complete housing research program and to prepare comprehensive reports for publication. Duties: To organize and administer a comprehensive program of continuous research into the housing market in the Metropolitan Toronto Region. (35-58)

Assistant Head of Housing Research Section. Salary: $4668-$5447. Qualifications: Degree in economics, sociology, geography, planning or related field, or equivalent experience; ability to dig out, assemble, analyze and present research data in the form of tables, charts, maps and reports. Duties: To carry out the above program of housing research. (36-58)

Apply in writing to: M. V. Jones, Commissioner of Planning, Metropolitan Toronto Planning Board, 133 Richmond Street West, Toronto 1, Ontario.

THE OLDMAN RIVER DISTRICT PLANNING COMMISSION, ALBERTA. Associate Planner. Starting salary $5040-$5760. Responsible work in all fields of regional, city, small town and village planning in an area with an expanding industrial and agricultural economy. Applicants should hold a recognized qualification in Planning or related field, and have an adequate practical experience. Apply, giving full particulars and names of three referees, to S. J. Clarke, Director and Secretary-Treasurer, The Oldman River District Planning Commission, City Hall, Lethbridge, Alberta. (37-58)

I think local government has been slower to appreciate and accept the ingredient of planning than has business — probably because the element of product competition that we have in business has been lacking. . . . However, competition has now come to municipalities. Competition for residents — workers — competition for business and industry. And one of the great factors in successfully meeting competition is planning. Also the tremendous rise in prices and costs is beginning to force communities and governments to undertake planning in order to realize greater economy and efficiency. **Robert J. Whan,** Associate for Municipal Government, Ford Motor Company. (COMMUNITY PLANNING REVIEW, Volume VIII, No. 2.)

Available for Employment

Australian **Architect-Planner,** A.M.T.P.I., M.A.P.I., seeks permanent responsible planning appointment in Canada. Two years County advisory and statutory planning in U.K., 2½ years regional and city planning in Australia, 1 year advisory planning in Municipal Affairs. Aptitude for detailed and comprehensive survey and reports. Experienced in public relations, and staff management. Please write Box A, CPAC, 77 MacLaren Street, Ottawa 4.

Short Course in Community Planning

For the fourth year, a short course in community planning was held at the University of British Columbia. The course is sponsored by the Extension Department of the University in co-operation with the Community Planning Association of Canada, British Columbia Division, the School of Architecture, and the Graduate Course in Community and Regional Planning.

This year, the course was extended to two weeks. Forty lecturers participated, and the co-ordinators were Dr. H. P. Oberlander and Professor I. M. Robinson of the University.

Twenty-five students enrolled, coming from widely separated areas of the province, with one from the province of Alberta. They represented a cross-section of municipal representatives, such as aldermen, building inspectors, planning commission members, planners, draughtsmen, and architects.

Orientation in Community Planning was the topic of the first week and covered such subjects as *Why Do We Plan?; What Do We Plan For?; Who Does the Planning and Who Makes the Decisions;* and *What Planning Tools are Available; What Success Has Been Achieved With the Use of the Available Planning Tools,* and *How Do We Plan?.* Field work exercise was also carried out during this week, and special clinics were held to discuss *Zoning, Subdivision Control, Building Code Administration, Housing, Roads and Highways, Utilities and Public Services,* and *Planning Practices for Small Communities and Rural Municipalities.*

During the second week, the students were taken a step further in the planning process, and such subjects as *New Tools and Emerging Steps in Planning Land Use, Planning Analysis and Policy, Residential Neighbourhood Planning, Urban Renewal and Redevelopment, Provincial and Local Planning Administration, Intercommunity Planning Problems, Programming, Regional Planning with Clinics or Special Topics,* and *Work Shop Problems* were studied. A panel discussion took place in which the planning commission, the provincial planner, the municipal manager, and professional town planner were represented, each presenting views pertaining to their function in the planning process.

During the evening, illustrated lectures were conducted on *Planning For Industry, Urban Design, Capital Budgetting,* and *The Need For Planning in the Twentieth Century.*

On the last day, the students were taken on a tour of a municipal planning office.

T. MACDONALD

EDITOR'S NOTE: We assume that, as in previous years, these lectures will be reproduced and will be available from CPAC National Office, 77 MacLaren Street, Ottawa 4, Ont., or the B.C. Divisional Office, 1205-736 Granville St., Vancouver 2, B.C.

Plan now to attend the

National Planning Conference, 1958

King Edward Sheraton Hotel
Toronto, September 21-24

The general theme of this Conference will be BUILDING THE REGIONAL CITY. Within this theme many interesting and lively discussions are planned. For further details we refer you to Community Planning News, Number 2, May, 1958. A preliminary program will be sent to members about August 20, 1958.

Have you made your room reservation? If you have not received your room reservation form please write to us and we will be glad to mail one to you.

Organisez-vous maintenant pour y assister

Congrès national d'Urbanisme, 1958

Hôtel King Edward Sheraton,
Toronto, du 21 au 24 septembre

Le thème général sera la CONSTRUCTION DE LA CITÉ RÉGIONALE (voir Les Nouvelles, no. 3, juin.)

Le programme préliminaire sera publié vers le 20 août. N'oubliez pas de nous remettre le bon de commande pour les réservations d'hôtel. Des formules de réservations de chambre ont été adressées à tous les membres de l'A.C.U.

Community Planning NEWS
NOUVELLES d'Urbanisme

Editor: Eric Beecroft
Assistant Editor: Miss J. M. Laventure

Like the Community Planning Review, the News is issued to its members by the Community Planning Association of Canada, 77 MacLaren Street, Ottawa 4. Opinions expressed in the News are not necessarily those of the Association. The object of CPAC is "to foster public understanding of, and participation in, community planning in Canada." If you would like someone else to see this literature, please remail them your copy of the News or ask us to send a copy. Your cooperation in making CPAC's work known will be appreciated by all officers and members.

If you are not a CPAC Member and you wish to receive the Community Planning News, the Community Planning Review and other Members' Publications write to the

COMMUNITY PLANNING ASSOCIATION OF CANADA
77 MacLaren Street, Ottawa 4.
Dues are $5.00 per year.

Mr. Stewart Fyfe,
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Kingston, Ont.

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Post Office Department, Ottawa